

Message Text

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ACTION IO-14

INFO OCT-01 ISO-00 AF-10 ARA-10 EA-10 EUR-12 NEA-10
OIC-02 CAB-02 CIAE-00 COME-00 DODE-00 DOTE-00
EB-08 INR-07 NSAE-00 FAA-00 L-03 SY-05 MCT-01
TRSE-00 OMB-01 PM-05 H-01 NSC-05 PA-01 PRS-01
SP-02 SS-15 USIA-06 ACDA-12 HA-05 CTME-00 /149 W
-----102951 311805Z /46

P R 311602Z JAN 78
FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC PRIORITY 7329
INFO USMISSION USUN NEW YORK
AMEMBASSY BONN
AMEMBASSY THE HAGUE
AMEMBASSY TOKYO

C O N F I D E N T I A L SECTION 1 OF 2 MOSCOW 1502

E.O. 11652: GDS
TAGS: EAIR, PINS, UR
SUBJECT: ANTI-HIJACKING CONTACT GROUP

REF: (A) STATE 010996 (B) USUN 0099

1. JAPANESE AMBASSADOR, REPRESENTING CORE GROUP (US, FRG, NETHERLANDS, JAPAN), WAS RECEIVED LATE AFTERNOON JANUARY 30 BY USSR DEPUTY MINISTER OF FOREIGN AFFAIRS FIRYUBIN. LATTER RESPONDED TO TALKING POINTS ALONG THREE LINES: A) STRESSING THAT ENTIRE QUESTION OF APPROACHING NON-SIGNATORIES TO HAGUE AND MONTREAL CONVENTIONS IS POLITICALLY "DELICATE"; (B) QUESTIONING USEFULNESS OF CONTACT GROUP IN LIGHT OF UN RESOLUTION (32/8) AND OF OTHER EXISTING FORUMS AND (C) EMPHASIZING SOVIET PREFERENCE FOR DEALING IN BI-LATERAL CONTEXT. JAPANESE AMBASSADOR INFORMED FIRYUBIN OF PLANS FOR FULL CONTACT GROUP MEETING IN NEW YORK IN FIRST WEEK OF MARCH AND ASKED HIM FOR REPLY (IN NEW YORK OR MOSCOW) BY MID-FEBRUARY TO THRUST OF TALKING POINTS. SPECIFIC
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INVITATION TO NEW YORK MEETING WAS NOT ISSUED AT THIS TIME, PENDING SOVIET RESPONSE. TEXT OF JAPANESE MESSAGE TO TOKYO (BEARING JAPANESE SECURITY CLASSIFICATION OF "SECRET") BEGINS WITH PARAGRAPH BELOW (BRACKETS INDICATE MINOR GRAMMATICAL/EDITORIAL MODIFICATIONS BY THIS EMBASSY).

2. JAPANESE EMBOFF (NOMURA), WHO ATTENDED MEETING, COMMENTED TO US EMBOFF JANUARY 31 THAT FIRYUBIN HAD CLEARLY BEEN RELUCTANT TO RECEIVE JAPANESE AMBASSADOR AFTER JAPANESE INDICATED SUBJECT MATTER TO BE HANDLED DURING REQUESTED CALL. NOMURA SAID HS AMBASSADOR FELT IT WAS ONLY COMBINED WEIGHT OF CORE GROUP BEHIND DEMARCHE WHICH HAD PREVAILED. HE DESCRIBED ATMOSPHERE DURING MEETING AS "COOL" BUT NOT HOSTILE, AND SAID IT WAS EVIDENT THAT FIRYUBIN, NOT AN EXPERT IN CIVIL AVIATION OR QUESTIONS OF HIJACKING, HAD BEEN WELL BRIEFED. IN COMMENTING ON SOVIET STATEMENTS (BELOW) NOMURA SAID THAT, ALTHOUGH HE WAS JAPANESE EMBASSY'S RESIDENT EXPERT IN CIVIL AVIATION AFFAIRS, HE WAS NOT RPT NOT AWARE OF ANY SOVIET PROPOSAL TO JAPAN FOR A BILATERAL CIVAIR TREATY. HE COMMENTED FURTHER THAT SOVIET CITATION OF AFGHANISTAN AND IRAN BILATERALS IN SUPPORT OF USSR'S PREFERENCE FOR HANDLING SUCH QUESTIONS BILATERALLY SEEMED TO BE A NON SEQUITUR, AS HE UNDERSTOOD THAT TWO TREATIES CITED DEALT PRIMARILY WITH SUCH GOOD NEIGHBORLY MATTERS AS RETURN OF STRAYED MILITARY AIRCRAFT AND CREWS, ETC. (COMMENT: AS DEPARTMENT WILL RECALL, IRANIANS REPATRIATED AGAINST HIS WILL A SOVIET MILITARY PILOT TO THE USSR IN 1976 UNDER TERMS OF THE USSR-IRANIAN BILATERAL AGREEMENT; IRONICALLY AT ABOUT THE SAME TIME JAPANESE WERE REFUSING TO SEND BACK THE MIG-25 PILOT.)

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BEGIN TEXT OF JAPANESE MESSAGE

3. AMBASSADOR CALLED ON FIRYUBIN N.P., VICE-MINISTER OF FOREIGN AFFAIRS, AT HIS OFFICE IN THE MINISTRY (OF FOREIGN AFFAIRS) AT 5 P.M. ON (JANUARY) 30TH, AND HAD TALKS WITH HIM FOR 35 MINUTES. (THOSE PRESENT AT THE TALK ARE (WERE) (OLEG N.) KHESTOV, HEAD OF TREATY DIVISION AND NOVOSILTSEV, OFFICIAL OF TREATY DIVISION FROM THE SOVIET SIDE AND NOMURA FROM THE JAPANESE SIDE.) THE CONTENTS OF THE TALK ARE AS FOLLOWS;

4. "AMBASSADOR": AS KHESTOV KNOWS WELL, RESOLUTIONS WERE ADOPTED AT THE UN GENERAL ASSEMBLY AND THE ICAO ASSEMBLY LAST YEAR. IN THESE RESOLUTIONS, AN APPEAL WAS MADE TO THE COUNTRIES, WHICH HAVE NOT ACCEDED TO THE THREE CONVENTIONS CONCERNING THE PREVENTION OF HI-JACKING, I.E. TOKYO CONVENTION, HAGUE CONVENTION, AND MONTREAL CONVENTION IN ORDER TO URGE THEIR ACCESSION. WHEREAS TOKYO CONVENTION ONLY CONTAINS GENERAL PROVISIONS, HAGUE AND MONTREAL CONVENTIONS HAVE MORE RIGOROUS CONTENTS. THUS THE LATTER (TWO) ARE ESPECIALLY IMPORTANT FOR THE PREVENTION OF HIJACKING. AS FAR AS I KNOW, CONSIDERABLE NUMBER OF

COUNTRIES HAVE NOT YET ACCEDED TO THESE CONVENTIONS. RECENTLY, REPRESENTATIVES OF THE US, FRG, NETHERLANDS, AND JAPAN MET IN NEW YORK TO HAVE UNOFFICIAL CONSULTATION(S) ON WHAT SHOULD BE DONE IN ORDER TO URGE ACCESSION TO THE CONVENTIONS. AS THE RESULT OF (THOSE) CONSULTATION(S), WE CAME TO CONSIDER THAT THE MOST EFFECTIVE WAY IS TO CREATE "A CONTACT GROUP", AND, THROUGH IT, MAKE AN APPEAL FOR ACCESSION. THIS CONTACT GROUP WILL CONSIST OF 20-25 COUNTRIES, REPRESENTATING PROPERLY EACH REGION OF THE WORLD, INCLUDING DEVELOPING COUNTRIES, AND WILL ACT AFTER HAVING AN EXHAUSTIVE DISCUSSION AMONG PARTICIPANT COUNTRIES. I BROUGHT HERE A PAPER, TITLED "TALKING POINTS," JOINTLY MADE BY THE REPRESENTATIVES OF FOUR ABOVE-MENTIONED COUNTRIES, WHICH DESCRIBES WHAT TO DO IN THE (CONTACT
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GROUP). SO I ASK THE SOVIET SIDE TO STUDY THIS MATTER ON THE BASIS OF THIS PAPER. (AMBASSADOR HANDED OVER TO FIRYUBIN THE PAPER AND READ IT IN RUSSIAN. THE PAPER WAS THE REPRODUCTION OF "TALKING POINTS" AS INSTRUCTED IN YOUR CABLE (SAME AS USUN 0099).) WE INTEND TO HOLD AN ORGANIZATIONAL MEETING OF THE (CONTACT GROUP) IN NEW YORK IN THE FIRST WEEK OF MARCH, AND IN VIEW OF PROCEDURAL REQUIREMENTS FOR THE PREPARATION OF SUCH A MEETIN, WE WOULD LIKE TO RECEIVE A REPLY OF THE SOVIET GOVERNMENT ON THIS MATTER, EITHER IN MOSCOW OR IN NEW YORK, BY THE MIDDLE OF FEBRUARY. THIS IS (MY MESSAGE) TO YOU ON BEHALF OF (THE) FOUR AMBASSADORS.

5. FIRYUBIN: OUR POSITION CONCERNING THE PROBLEM OF PREVENTION OF HIJACKING IS CLEAR. WE AGREE TO TAKE CONSTRUCTIVE AND EFFECTIVE MEASURES IN ORDER TO PREVENT HIJACKING. SO, IN ADDITION TO THE UN RESOLUTION, WE HAVE CONCLUDED BILATERAL TREATIES, AND WE HAVE MADE A PROPOSAL TO JAPAN TO CONCLUDE SUCH A TREATY.

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TRSE-00 CTME-00 PM-05 H-01 NSC-05 PA-01 PRS-01
SP-02 SS-15 USIA-06 OMB-01 ACDA-12 HA-05 /149 W
-----103031 311805Z /46

P R 311602Z JAN 78
FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC PRIORITY 7330
INFO USMISSION USUN NEW YORK
AMEMBASSY BONN
AMEMBASSY THE HAGUE
AMEMBASSY TOKYO

C O N F I D E N T I A L SECTION 2 OF 2 MOSCOW 1502

6. AMBASSADOR: THE POINT WHICH WE ARE RAISING NOW IS
THAT THE MOST EFFECTIVE MEASURE IS TO REALIZE GENERAL
ACCEPTANCE OF THESE INTERNATIONAL CONVENTIONS AS WE SEE
IN TH UN RESOLUTION.

7. KHLESTOV: ALLOW ME TO ASK SOME QUESTIONS FOR
CLARIFICATION. "A NUMBER OF COUNTRIES" REFERRED AT THE
BEGINNING OF "TALKING POINTS" MEANS THE FOUR COUNTRIES?
8. AMBASSADOR: THAT'S RIGHT.

9. KHLESTOV: I WOULD LIKE TO ASK YOU TO EXPLAIN MORE
CLEARLY THE PURPOSE OF (THE CONTACT GROUP).

10. AMBASSADOR: AS WRITTEN IN (THE) "TALKING POINTS,"
THE PURPOSE IS ONLY TO PROMOTE ACCESSION TO THE CONVENTIONS
ON THE PREVENTION OF HIJACKING.

11. KHLESTOV: WE ALREADY HAVE THE UN RESOLUTION FOR
THAT PURPOSE. WHAT DO YOU INTEND TO DO IN ADDITION TO
THAT? IN THE UN, RESOLUTIONS WERE ADOPTED ON THE
PROMOTION OF ACCESSION TO THE NPT (NON-PROLIFERATION
TREATY), AS WELL AS ON HUMAN RIGHTS PROBLEMS. BUT,
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WITH REGARD TO THESE RESOLUTIONS, NO GROUP HAS BEEN
SPECIALLY CREATED. WHAT IS THE CONCRETE AND PRACTICAL
AIM OF CREATING A SPECIAL GROUP, APART FROM THE UN
RESOLUTION?

12. AMEBASSADOR: THE (CONTACT GROUP) IS EXPECTED TO
PLAY A SUPPLEMENTARY ROLE IN ACHIEVING THE GOAL OF THE
UN RESOLUTION. IT IS IMPORTANT TO PERSUADE THE NON-PARTIES
TO THE CONVENTION IN THE MOST EFFECTIVE WAY. HIJACKING
CANNOT BE EFFECTIVELY PREVENTED UNDER SUCH CIRCUMSTANCES
WHERE THE NUMBER OF NON-PARTIES AMOUNTS TO THE HALF OF THE
COUNTRIES OF THE WORLD.

13. KHLESTOV: THAT'S THE POINT, AND THAT'S WHY WE HAVE
THE UN RESOLUTION. THE RESOLUTION HAS MADE AN APPEAL

TO ALL MEMBER COUNTRIES OF THE UN. WHY DO YOU CONSIDER IT NECESSARY TO MAKE ANOTHER APPEAL?

14. AMBASSADOR: THE PURPOSE OF THE (CONTACT GROUP) IS TO SUPPLEMENT AND TO HELP IN THE EFFORTS OF IMPLEMENTING THE UN RESOLUTION.

15. KHLESTOV: IS IT CLEAR THAT THE (CONTACT GROUP) WILL BE CREATED OUTSIDE OF THE UN FRAMEWORK?

16. AMBASSADOR: YES.

17. KHLESTOV: WE FIND IT DIFFICULT TO STUDY YOUR PROPOSAL BEFORE WE GET TO KNOW MORE CONCRETELY ABOUT THE PURPOSE OF THE ACTIVITIES OF THE (CONTACT GROUP).

18. AMBASSADOR: THE PURPOSE OF THE (CONTACT GROUP) IS MENTIONED IN THE "TALKING POINTS." MORE CONCRETE DETAILS WILL BE DISCUSSED WHEN THE PARTICIPANT COUNTRIES HAVE A MEETING IN MARCH.

19. FIRYUBIN: DO YOU MEAN THAT NOTHING CONCRETE HAS BEEN DECIDED YET?

20. AMBASSADOR: WE INTEND TO HAVE A MEETING TO DECIDE.

21. KHLESTOV: THE APPROACH WE CONSIDER AS APPROPRIATE IS AS FOLLOWS: WE CONDUCT BILATERAL TALKS WITH VARIOUS CONFIDENTIAL

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COUNTRIES. IF ANY OF THESE COUNTRIES HAS NOT ACCEDED TO THE ANTI-HIJACKING CONVENTIONS, WE WILL SOLICIT ITS ACCESSION, WHEN THE QUESTION OF HIJACKING IS TAKEN UP. AS TO FORMING SUCH A GROUP AS (THE CONTACT GROUP), WE DON'T SEE CLEARLY ANY NECESSITY.

22. AMBASSADOR. I DARE TO REPEAT OUR IDEA THAT THE UN RESOLUTION MUST BE IMPLEMENTED AND THAT, IN ORDER TO ACHIEVE THIS GOAL, WE NEED TO FURTHER EXPLAIN ITS NECESSITY TO THOSE WHO HAVE NOT ACCEDED TO THE CONVENTIONS, AND PERSUADE THEM TO ACCEPT THE CONVENTIONS. THE COUNTRIES OF ALL REGIONS OF THE WORLD, INTERESTED IN THIS PROBLEM, MUST DISCUSS (WAYS OF PROMOTING IMPLEMENTATION OF) THE RESOLUTION.

23. FIRYUBIN: THIS IS A POLITICALLY VERY DELICATE QUESTION.

24. KHLESTOV: ARE THERE ANY CONCRETE IDEAS AS TO THE MEETING OF THE GROUPS? (IS) THERE ANY AGENDA FOR THE MEETING? IF YOU HAVE ANY, IT WILL HELP US STUDY YOUR DEMARCHE AND PREPARE. FOR INSTANCE, HAVEN'T THE REPRESENTATIVES OF THE FOUR COUNTRIES SORTED OUT THE QUESTIONS TO BE DISCUSSED AT THE MEETING OF THE (CONTACT GROUP)?

25. AMBASSADOR: THE PURPOSE OF THE MEETING IS CLEARLY MENTIONED IN THE "TALKING POINTS," AND NOTHING ELSE IS SET FOR THE MOMENT.

26. FIRYUBIN: (STOPPING KHLESTOV'S FURTHER QUESTIONS) I UNDERSTOOD THE PURPORT OF YOUR PROPOSAL. WE'LL STUDY IT.

27. KHLESTOV: HAVE YOU APPROACHED THE OTHER GOVERNMENTS?

28. AMBASSADOR: THE PARTICIPANT COUNTRIES TO THE MEETING WILL

BE 20 TO 25.

29. FIRYUBIN: SOVIET UNION IS A PARTY TO THE HAGUE AND THE MONTREAL CONVENTIONS. THESE CONVENTIONS ARE GOOD ONES AND AS MANY COUNTRIES AS POSSIBLE SHOULD ACCEDE TO THEM AND MAKE EFFORTS TO PREVENT HIJACKING. BUT, IN CASE WE CONSIDER THAT THESE MULTILATERAL CONVENTIONS ARE INSUFFICIENT, WE CAN SUPPLEMENT THEM BY BILATERAL TREATIES. SOVIET UNION HAS CONCLUDED SUCH BILATERAL TREATIES WITH AFGHANISTAN AND IRAN, AND MADE PROPOSAL TO JAPAN FOR THE CONCLUSION
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OF SUCH TREATY.

30. AMBASSADOR: WHAT I AM TALKING ABOUT IS QUITE A DIFFERENT ISSUE FROM WHAT YOU HAVE JUST SAID. IN ORDER TO PREVENT HIJACKING REFERRED TO IN THE UN RESOLUTION, IT IS AN ESSENTIAL AND THE ONLY METHOD THAT ALL COUNTRIES ACCEDE TO THE ABOVE-MENTIONED MULTILATERAL CONVENTIONS. I AM NOW NOT IN A POSITION TO COMMENT ON THE JAPAN-USSR BILATERAL ISSUE. I REPEAT, THE MOST EFFECTIVE METHOD IS TO ESTABLISH THE FACT THAT ALL COUNTRIES ACCED TO THE MULTILATERAL CONVENTIONS AS UN RESOLUTION SAYS. OUR SUPPLEMENTARY EFFORTS ARE AIMED AT ESTABLISHING SUCH FACT.

31. FIRYUBIN: I UNDERSTAND.

32. PRIOR TO THE ABOVE MEETING, ON THE 26TH, OFFICIALS OF (THE) FOUR EMBASSIES MET AND DECIDED THAT (THE) JAPANESE AMBASSADOR, ON BEHALF OF (THE) FOUR AMBASSADOR, MEET (KOZYREV), VICE-MINISTER IN CHARGE OF LEGAL MATTERS. HOWEVER, DUE TO THE FACT THAT KOZYREV WAS FULLY OCCUPIED WITH LAW OF THE SEA CONSULTATION UNTIL (THE) 27TH AND WAS HOSPITALIZED FROM (THE) 30TH, MEETING WITH FIRYUBIN WAS ARRANGED.

END OF TEXT.

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: AIRCRAFT HIJACKING, COMMITTEES
Control Number: n/a
Copy: SINGLE
Draft Date: 31 jan 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978MOSCOW01502
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
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Format: TEL
From: MOSCOW
Handling Restrictions: n/a
Image Path:
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Litigation History:
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Office: ACTION IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 78 STATE 10996, 78 USUN NEW YORK 99
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 25 may 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3739114
Secure: OPEN
Status: NATIVE
Subject: ANTI-HIJACKING CONTACT GROUP
TAGS: EAIR, PINS, UR
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/5c17c7e1-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014